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THE UNIVERSITY OF ALBERTA

COMMUNITY LEAGUES AS COMMUNITY DEVELOPMENT NUCLEI

by

(C) ROSITA PEK FONG LAI

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

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IN

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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "COMMUNITY LEAGUES AS COMMUNITY DEVELOPMENT NUCLEI", submitted by ROSITA PEK FONG LAI in partial fulfilment of the requirements for the degree of Master of Arts in Community Development.

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Date ..... July 25 1977

ABSTRACT

This thesis studies the potential of Community Leagues in Edmonton as the nuclei of community development. The main emphasis is on whether the Federation facilitates or inhibits citizen participation and whether citizen participation at the grassroot level is relevant in the Community Leagues.

The data are gathered from mailed questionnaires, interviews and attending Federation and Community League meetings. The relationship of the organization hierarchy of the Federation is analysed, as well as the general pattern of local participation, the Leagues' impact in communities, and the Organization's relationship with Parks and Recreation.

Suggestions are made as to how the Organization can recruit more volunteers and improve its communication channel.

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Chapter I

Introduction

Citizen organizations encompass a wide scope of interests and activities. They have all been motivated by the philosphy of self-help and self-determination. Within the last two decades, this ideology has stimulated much citizen participation in various social issues. This has resulted in increased permanent social awareness.

The neighborhood control movement is one form of citizen participation that is becoming an important phenomenon in urban social development. The ideology behind it is citizen participation in community decision-making processes. The movement advocates four basic ideas. They are:

1. Administrative decentralization--the centralized administration of both governmental and non-governmental organizations, because of their continuous growth, is becoming increasingly dysfunctional.
2. Local control--people living in the area are more knowledgeable of their needs, hence they should have control over reallocation of resources to meet these needs.
3. Participatory democracy--everyone affected by a decision should share in making it, thus going

beyond representative democracy.

4. Power--people in the neighborhood should get organized as a body to act effectively.[1]

Apparently more and more citizens are becoming aware that they are not being adequately represented, although decisions on housing, transit systems, service distribution, urban renewal, industrial development, etc., do directly or indirectly affect their daily lives.

As a city grows, population increases and needs of citizens become more complex. Yet it does not necessarily mean more equity or the right type of services for all. Social activists and social theorists like Alinsky[2] and Kotler[3], have pointed out, that many knowledgeable citizens as well as minority and underprivileged groups, are recognizing the need to be more articulate about social development that affects them. As a result neighborhood organizations are mushrooming in the cities.

> "The movement constitutes an interesting example of the extent to which people can, through deliberate decision and effort, intervene in ongoing social changes, large and small, to alter them."[4]

In a community there are two types of relationship; the external, relating to the larger society which surrounds it, and the internal, referring to units(organizations) at the local level relating to each other. These two types can

be conceived of as vertical and horizontal patterns.[5] For instance, when the church, school, labor union, chain store, etc., interact with each other within a geographic area, their relationship constitutes the horizontal pattern. On the other hand, the relationship of these units with their corresponding units in other geographic areas, forms the vertical pattern.

Today it is the community's vertical pattern that is being emphasized much more than its horizontal one; to such an extent that the entity is losing its essentially local community feeling.

Ideally, vertical and horizontal patterns should be interdependent. Each pattern is differentiated by its task as the unit relates itself to its local community and to its extracommunity hierarchy. However, the closer unilateral tie of the local unit to its exterior affiliations has often bypassed considerations that affect its horizontal pattern. It is this imbalance of emphasis that has led citizen groups to feel that they are not being adequately represented in the community's decision-making processes.[6]

A local organization such as a Community League can play a big part in the relationship described above. The Community Leagues of Edmonton are voluntary neighborhood organizations established to provide recreation facilities and programs in the community. All the Leagues are under

one federation in the City, and are zoned into areas with several Leagues in any one area. Thus a League relates itself to its vertical and horizontal patterns.

Focus of Study

This thesis attempts to analyze the vertical and horizontal relationships of the Community Leagues and their functions as elements of social change within the community. The main focus is on:

i) whether the Federation of Community Leagues facilitates or inhibits citizen participation, and

ii) whether citizen participation at the grassroot level is relevant in the Community Leagues.

In the process of analysis, problems of co-operation, co-ordination, leadership, membership involvement, conflict resolution, social awareness, etc., will be looked into, as well as questions such as: Who designs and decides on the programs? Is the League providing programs for all age groups--children, adolescents, adults and senior citizens? How do community people on the one hand and League executives in the different levels on the other, view their Organization? Is there any attempt to expand the League's function beyond recreation? Who has initiated such attempts and what are these? Is there a two-way flow of communication between the

League executives at the different levels and these with the community people? Has the presence of a Community League in the neighborhood resulted in any change? What kind of improvements would members and executives like to propose for the Leagues and the Federation?

Purpose, and Relevance to Community Development

It is submitted that the Federation and its member Leagues have contributed substantially to the general well being of the City in the provision of recreation programs and facilities. They have also played a supporting role in the area of other social development projects. There is the potential in this Organization to utilize fully the concept of neighborhood control, albeit mainly centered on recreation.

A descriptive analysis of what they have accomplished, what have been their weaknesses and what can be improved upon in their present activities, can be meaningful to the Organization and its supporters. It is also submitted that the analysis will be of value to Community Development. Although the main concern of Edmonton Community Leagues at present is recreation, there is nothing in their rules and regulations preventing them from widening their interests and aiming at total community improvement.[7] The present Leagues could be looked upon as nuclei providing valuable learning experiences in citizen

participation, enhancing the participants' knowledge of how to get things done within the urban complex, and enriching their personal growth as they interact with their neighbors.

The future of urban community development must depend not so much on the self sufficiency of individual units but on their acquiring the ability to co-operate and co-ordinate without losing their identities.[8] This analysis may be able to provide information that could be helpful in this connection.

Methodology

In order for the Federation of Community Leagues to facilitate full participation of its member Leagues, it must have a communication system which allows for a good two-way flow of relevant information and adequate personnel in administration. Participation at the local level also entails a broadly-based program and bland public relations. Maximum local participation can only be achieved by maintaining constant rapport among all concerned.

The tools of observation used aimed at assessing the basic requirements referred to above. The mailed questionnaire and the interview were the methods employed for data collection. These aimed mainly at gathering statistical and other data about i) The organizational structure, ii) Ways and means of communication, and iii)

Membership participation. Some information about duration of residence as well as socio-economic background was also aimed at.

Two different methods were employed: The questionnaire allowed a relatively large number of members to be contacted. The interview was used to obtain data which could not be easily obtained through a mailed questionnaire.

A pretest was done with 12 candidates--6 Community League executives and 6 members. Modifications were made following this pretest. Many open-ended questions were replaced by questions offering structured alternatives to facilitate coding, and also to make it a less time-consuming task for respondents. Also the wording of some of the questions was changed in order to make them more easily comprehensible.

A purposive sample of two typical Community Leagues was taken. The "typical" Community League has: a membership between 30 and 50% of the total neighborhood population, sport programs for children, membership fees between five and ten dollars and members mainly from the middle and working classes. Both Hazeldean and Scona Community Leagues fit into this pattern.

In order to prevent sampling bias, semi-randomization was used. Every third family in the membership list of Hazeldean Community League, and every second family in the Scona Community League list were sent a questionnaire, up to a total of 100 for Hazeldean and 200 for Scona. Scona had a larger sample drawn because it had a larger membership and also a larger neighborhood population. A questionnaire was also sent to each one of the League Presidents.

Thus there was a total of 402 questionnaires sent to 300 family members and 102 Presidents. Out of this total, only 60 replied initially; 7 Presidents, 35 members from Scona and 17 members from Hazeldean. Two members' replies were discarded because of a missing page in one and a torn page in the other.

Approximately two weeks later, individual reminders were sent out to those Presidents who had not responded, and a reminder to family members was put into the joint Hazeldean and Scona newsletter. A week later yet another reminder was made by telephone. The final return was still disappointing--only 15 were from the President, 19 were from Hazeldean members and 56 from Scona members--an overall percentage of 23.

The data were checked, coded and analysed, using the SPSS Package Program.[9] The Chi Square test of significance was used. Results were significant at the 0.05 level.

Further data were gathered from minutes of Federation Board Meetings within the last three years, interviews with 30 executives, 15 members, 15 non-members, 6 Parks and Recreation officers and from 2 Federation Board Meetings, 1 Federation Executive Meeting, 2 monthly Community League Meetings and an Annual Meeting of all the Leagues.

During the interviews questions similar to those in the questionnaires were asked but many questions were explored at greater depth.

There are limitations to this research design. It is recognized that the data may be biased due to the low return rate. Some reasons for this low rate might be that:

1. The questionnaires to the Presidents were mailed out to them in the regular official mail from the Federation. Consequently it may have been mistaken for routine correspondence needing no immediate attention.
2. The questionnaire was sent out before a long weekend and many families might have been away, and
3. There was a turnover of new Presidents in about

40 Community Leagues as it was the time of the annual election, and this may have delayed some correspondence.

Some of these surmises were partially confirmed when the telephone reminders were made. The low return rate however may just be indicative that the majority of members and Presidents do not have much loyalty to the Federation. This will be discussed in the participation pattern in chapter IV.

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Chapter II

History of the Community League Movement in Edmonton

Inception

The Community League Movement in Edmonton started with only a few Leagues in 1917.[1] The small number of citizens who volunteered their services after their regular working hours were motivated by the philosophy of self-help and community improvement.

There seemed to be no organizational structure common to these Leagues. Each had its own constitution and elected executives. Each held one or more monthly meetings to discuss and to decide what were the things that needed to be done in the neighborhood. Often such meetings were held in the local schools.

Thus in this early stage there was no concerted action. Each League was interested in its own community welfare and programs were of an ad hoc nature, to meet the immediate needs of the community.

Some of these programs included school buildings, contribution of clothing to servicemen through the Red Cross, promotion of local improvements such as extensions of street-car and water services. Keen interest was shown in municipal affairs, sports, social and educational programs.

In brief, these early League programs were heterogeneous but with strong emphasis on municipal affairs.

The Forerunners in the Movement

The 142nd Street Community League, now known as the Crestwood Community League, was the first City League. The organizers met initially in February, 1917. In March, a constitution was formally adopted at a meeting in the Jasper Place School. The first achievement of this League was the demolition of a dilapidated school and the erection of a new one in its place. Other programs up to 1921 included an annual field day, an annual fall fair, winter programs in the school, and the organization of troops of Scouts and Cubs.[2]

The South Side Community League, also started in 1917, was the second in line. Some well-known businessmen were among its officers and members. This League was keenly interested in South Side civic affairs as well as in social activities such as the annual Dominion Day celebration, athletic meetings and street dances.

In the fall of 1919, the Westmount Community League was formed. The first issue it tackled was community use of the local school in the evenings. The League succeeded in this, and also in having a branch library located in the school, with a staff librarian from the Main Library

downtown visiting one day a week. Other activities pursued were educational and social programs, sports, boxing, Scouts and hiking.

At about the same time, the Garneau and Forest Heights Community Leagues came into being. However there is no record of their early history available.

The Bonnie Doon Community League was formed early in the winter of 1919. This League organized a series of community lectures, Christmas programs for youth, etc.

Following this came the Calgary Trail and District Community League. They held their meetings in the local public school. Activities included picnics, socials, lectures, talks by the Mayor and Commissioners, and local improvement projects.

In 1920, the Bennet School Community League, now the Cloverdale Community League, was formed. Earlier in 1915, the school principal, Miss Monroe, had organized women to help in Red Cross war work by producing articles of clothing for servicemen. In 1920, men were admitted to this League for the first time, and its functions were expanded to include the operation of a skating rink, organizing drama groups, lectures, concerts, movies, welfare assistance to needy families, etc.[3]

Towards the end of 1920, the West Edmonton Community League was born. Some of the important accomplishments in this League were the opening of a branch library, extensions to street-car and water services, educational forums and fun activities.

The Coming of the Federation

Around this time, the Extension Department of the University of Alberta assisted the Community Leagues, mainly in their educational programs. Also, the idea of a Federation of Leagues was first suggested by this department. It was felt that it would be of mutual interest to share information and resources and pool their separate influences in order to be more effective. This suggestion, expressed in a letter[4] written in November, 1920, by the Director of Extension to the presidents of the Leagues, was well received, and resulted in many League meetings to discuss the proposal.

Finally, in March, 1921, the Edmonton Federation of Community Leagues drew up an appropriate constitution. The objects of this newly formed Organization were to:

> "assist in the distribution of information, act as a clearing house for various speakers and promote programs generally; in matters which affect the City as a whole, to take united action, and to support indiviudal leagues if considered advisable."[5]

The first action of the new Federation of Community Leagues was to pressure the School Board to take into consideration its suggestions on the community use of schools before formulating policy and issuing rules and regulations.[6]

Later Development

The Federation has grown considerably since then; by 1925 there were 25 member Leagues in the Organization. "This number ... increased with the development of the City with the result that in 1967 the Federation was comprised of some 88 Leagues ...."[7]

A Shifting of Emphasis

As time went on, the Federation and its Community Leagues have gradually shifted their interests, from being very civic-minded and politically orientated in their programs, towards concentrating their efforts on recreational activities. This shift of emphasis is a reflection of social changes in the City. Oil was discovered in Alberta, industries began to boom in the larger cities, population increased (by inflow) and general prosperity pervaded the Province.

Many of the concerns in civic life that the Leagues were preoccupied with were relinguished to municipal agencies. The Province and the City have become much more

affluent to be able to provide for and take over the main roles of these civic concerns. Consequently there was no longer this strong need for the Community Leagues to pursue such civic goals but to turn mainly to the amenities of community life such as recreational programs and facilities. In addition, there were strong public comments that the Federation had been used as a convenient vehicle for some ambitious members with ulterior motives to gain fast and easy access to a prominent political career in the City.[8]

Thus the Mayor's Report in 1964 recommended that the Federation and the Leagues restrict their activities solely to recreation. As a result, the Federation Civic Committee was discontinued.[9] And "the Federation had become an organization almost solely devoted to the improvement and provision of recreational programs and facilities within the City".[10]

The Federation becoming a Corporation

In 1955, the Societies Act was revised in the Legislature; the revision aimed at recognizing citizens' non-profit organization and encouraging them to contribute to the enrichment of life in general. Accordingly, the Edmonton Federation of Community Leagues adopted by-laws that were applicable to all Community Leagues, in keeping with their constitutional objectives. These by-laws dealt with organization structure, committee responsibilities,

internal business procedures, etc. Their purpose was to maximize efficiency and facilitate the sharing of resources.[11]

At this time the City's Department of Parks and Recreation, an amalgamation in 1961 of the former Parks Department (1947) and the former Recreation Commission (1944), rendered substantial professional assistance in many ways to the Federation and its member Leagues. In 1964, from the Mayor's Special Investigation Committee on "How to Improve the Relationship between the City of Edmonton Parks and Recreation Department, the Federation of Community Leagues and the Individual Community Leagues", came the idea of Area Recreation Councils, as another link in the communication chain between the individual Leagues, the Federation and Parks and Recreation. A new staff of area recreation directors was thus created by the City. The first one was appointed to Area 9 in 1967.[12]

Gradually all the Leagues in the City were grouped into regional areas of about 6 Leagues, with each Area organizing its own Area Council.

Growth of the Movement

Up to date, there are 103 Community Leagues in the Federation, now recognized as the largest volunteer recreational organization in North America, with one third

of the City's population as members. This is remarkable, in spite of the fact that there is very little involvement from people in the inner City and very low response from apartment dwellers.

The size and growth of the Federation and Community Leagues have made the total unit a complex organization, with a variety of committee tasks and responsibilities. There are more than ten standing committees in the Federation, aiming at co-ordinating programs in the various areas and Leagues. Each of these committees has an executive parallel to that in each individual Council and League, and each Federation Committee is responsible to the Federation Board of Directors.

The Federation is governed by the wishes of the Community Leagues as a collective body. In the different administration levels within the Organization the democrative procedure is obligatory. The standing committees of the Federation include:

a) Boysdale Camp Committee
b) Federation Sports committees
   i) Hockey
   ii) Basketball
   iii) Baseball, Fastball
   iv) Lacrosse
   v) Soccer
c) Figure Skating Committee
d) Fincance Committee
e) Membership Committee
f) Nominating Committee
g) Program and Scoial Committee
h) Pubilicity Committee

i) Talent Show Committee
j) Youth Committee
k) Chartered Flight Committee

Since the inception of the first Community League in 1917, the Community League Movement has grown significantly and has contributed substantially to the well being of community life -- first in civic concerns and later in recreational facilities and programs -- in the neighborhoods of Edmonton.

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2. R.C.Squair, "President's Address Edmonton Federation of Community Leagues 50th Anniversary Banquet", 1977.

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4. A.E.Ottewell, "Correspondence to the Presidents of Community Leagues", (Extension Department, University of Alberta, Nov. 10, 1920).

5. Squair.

6. Squair.

7. President's Manual, p. E,1,1.

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9. P.C.C. Marshall, Report of the Special Investigating Committee on How To Improve The Relationship Between The City Of Edmonton Parks And Recreation Department, The Federation of Community Leagues And The Community Leagues (Edmonton, Alberta, April 27, 1964), pp. 11-13.

10. President's Manual, p. E,1,1.

11. President's Manual, pp. E,3,3-19.

12. President's Manual, pp. F,1,1-2.

Chapter III

The Edmonton Federation Of Community Leagues

Philosophy

There has not been any major change in the philosophy of the Federation since 1921, except that there was a shift of emphasis from civic welfare to recreation. Even when as a result of the 1964 Mayor's Committee Report, there were structural changes in the Organization and revision of the rules and regulations, the philosophy as of 1921 still remained essentially intact.

The original objectives of self-help and co-ordinated action are reiterated in the revised objectives which are stated as follow:

(a) to assist the Community Leagues of Edmonton and to co-ordinate their activities at various levels, and

(b) to co-operate with and make recommendations to the City of Edmonton Parks and Recreation Department with a view to obtaining, initiating, providing and carrying forward desirable recreational facilities, recreational programs, and leadership for and in the Community Leagues and Areas of the City of Edmonton, and

(c) to take concerted action on behalf of Community Leagues generally in matters of common recreational concern, and

(d) to assist Community Leagues and the City of Edmonton Parks and Recreation Department, where necessary, with a view to reaching mutually acceptable solutions to matters of common concern, and

(e) to assist Area Councils and the City of Edmonton Parks and Recreation Department, where necessary, with a view to reaching mutually acceptable solutions to matters of common recreational concern, and

(f) to extend assistance upon request to any Community League or Area Council wishing to make direct representation concerning matters of a recreational nature to the Council of the City of Edmonton, the Commissioners of the City of Edmonton, or any civic department or board, and

(g) to provide the facility to enable an expeditious exchange of information between Community Leagues and between Area Councils and

(h) to assist and encourage Community Leagues, Area Councils and the City of Edmonton Parks and Recreation Department in providing comprehensive recreational programs for Community Leagues and to supplement such programs where necessary, and

(i) to assist in the organization or re-organization of Community Leagues and Area Councils in the City of Edmonton, and

(j) to fix and adjust the boundaries of Community Leagues and Areas in the City of Edmonton.[1]

Organization

In 1964 the "Mayor's Committee" was appointed to investigate "How To Improve The Relationship Between The City Of Edmonton Parks And Recreation Department, The Federation Of Community Leagues And The Individual Community Leagues." The persons chosen for the task were independent of the three parties concerned.[2] Prior to this, for administrative purposes, the Federation[3] met in assembly once every month, to discuss matters of concern and to

formulate policies. There were eighty-two Leagues. With this number, inadequate communication, representation and co-ordination became major problems. The "Mayor's Committee" was formed to look into them.

The Report recommended the concept of "Area Recreation Councils", the implementation of which would improve communication with all three parties concerned, and also facilitate utilization of Federation, and Parks and Recreation programs and resources.[4]

The concept visualized a division of the Community Leagues into fifteen Area Councils, each one having two representatives (the President and one other) from about six Community Leagues. The ideal situation would be that each Area would have its own recreational centre with swimming pools, tennis courts, larger buildings, etc. Again, ideally, these Area Recreational Centres would be located at or near existing or proposed schools.

Each of the above fifteen Area Councils would then elect one representative from their Area Council to sit on the Federation, as a member in the Board of Directors.

Each Area Council was to be made up of the two representatives (see above) from each League, a Board of Directors composed of an Executive (president, vice president, secretary, treasurer and a representative to the

Federation), and Chairmen of working Committees. (These committees are to have counterparts in the central Federation).

The recommendations called for the Area Recreation Director, i.e., the Parks and Recreation employee and representative, to be the "Executive Secretary" to the Area Recreation Council, however, in an advisory more than in a truly executive capacity.[5] (see Chart 1)

In 1965 a revised constitution was adopted accomodating the recommended changes. Since then the Federation has been operating under its revised structure.

Hierarchically, the Federation now consists of

i) the Executive Committee,

ii) the Board of Directors,

iii) the Federation Standing Committees,

iv) the Area Recreation Councils, and

v) the Community Leagues.

There is only one Executive Committee, one Federation Board of Directors, many Federation Standing Committees, approximately 10 Area Recreation Councils(there are 17 Areas, but not every Area has a Council), and 103 Community Leagues.

At the Annual Meeting in 1973, discussion was brought up about modifying the present structure to accomodate reorganizations taking place in Parks and Recreation.[6] However, the present structure is still operative for the time being.

The Executive Committee comprises the President, first, second, and third Vice Presidents, Secretary, Treasurer and immediate Past President.

The Board of Directors is made up of the Executive Committee, the elected Representatives of the Area Recreation Councils, and all the Chairmen of the Federation Standing Committees. Everyone in the Board has equal voting right.

The Director of the Community Programs from Parks and Recreation is always invited to attend Executive and Board Meetings.

There are many Federation Standing Committees carrying out the maintenance function of this Organization as well as servicing the interests of their corresponding Community League committees.

Each Standing Committee, subject to compliance with existing by-laws or operating directives, may adopt such rules and regulations for its internal administration as it

may deem appropriate, provided however that such rules and regulations will be subject to review and amendment at any time by resolution of the Board of Directors.[7] Thus each Standing Committee, within limits, has its own autonomy.

The Area Recreation Council has been discussed on pages 23 and 24.

The organization of Community Leagues will be discussed in the following chapter.

As far as membership in the Federation is concerned, "every Community League which has made application to the Federation, and has been accepted by the Directors of the Federation for membership, and has paid its annual dues to the Federation for the current Fiscal Year of the Federation shall be a member of the Federation in good standing."[8]

As for rules that govern the general affairs of the Federation, a few of the main ones are enumerated below.

Meetings

(a) The Annual General Meeting of the Federation shall be held on the third Wednesday in March of each year.

(b) Ordinary General Meetings shall be held on the third Wednesday of January, May and October in each year.

(c) Extraordinary General Meetings may be called at any time by the President and shall be called upon receipt by the Secretary of the Federation of the written request therefor signed by 10% of the member Community Leagues.

(d) All General Meetings, including the Annual General Meeting, shall be open to the public, but only

accredited representatives of member Leagues in good standing and Directors of the Federation shall be entitled to vote. No person other than those persons eligible to vote shall take part in debates or address the meeting without the permission of the Chairman.[9]

Procedures

(e) The rules contained in "Roberts Rules of Order, Revised" shall govern at all General Meetings in all cases where they are applicable, provided that they are not inconsistent with the by-laws of the Federation.[10]

Books and Records

(f) The books and records of the Federation shall be open to inspection by any accredited representative of a member Community League upon two days notice in writing to the Secretary.[11]

Books of Account and Audit

(g) The books and records of account of the Federation and of each special standing committee shall be audited at least once each year by a qualified accountant who shall not be a Director of officer of the Federation or an accredited representative of any member Community League, or a chairman of any committee of the Federation and such auditor shall be appointed by the Boards of Directors annually.[12]

Election of Officers and Standing Committee Chairmen

(h) Any member in good standing of a member Community League in good standing who is not otherwise by these by-laws ineligible, shall be eligible for election or appointment as an officer of the Federation or as a Chairman of any Standing committee of the Federation.

(i) Each officer and Standing Committee Chairman shall hold office from the date of his election or appointment to the date of the next Annual General Meeting of the Federation.

(j) No person shall be eligible to hold the same office for more than two consecutive years.

(k) The officers of the Federation and Chairmen of all Standing Committees shall be elected annually at the Annual General Meeting of the Federation and nominations therefor shall be received from the Nominating Committee of the Federation and from the

floor of the meeting.[13]

Responsibilities

The general responsibilities of the Executive Committee are to ensure the attainment of the objectives of the Federation. However, each officer has also a specific supervisory role to play in the complex administrative task of the Organization.

The President is an ex-officio member of all Committees and is responsible for the overall supervision of activities of the Federation. But he is also directly charged with supervising the Finance and Nominating Committees. The Vice Presidents share supervisory roles in the other Federation Committees.

The 1st Vice President has the supervision of the Hockey, Lacrosse, Figure Skating, Baseball, and Fastball Committees. The 2nd Vice President supervises Boysdale, Youth, and Talent Show Committees. The 3rd Vice President's responsibilities are Membership, Publicity, Program and Social Committees. Such roles usually require liaison with the Parks and Recreation and other City Departments.

In the Annual Meeting of 1973, a 4th Vice President was voted for to share the supervisory work with and to lighten the heavy loads of the other Vice Presidents, which had increased because of the formation of a number of new

Committees to meet popular demand.

The main responsibilities of the Board of Directors are:

i) to implement all the resolutions of the Federation at the General Meetings,

ii) to recommend policy to the General Meetings,

iii) to ensure that the Executive Committee and all the Federation Committees submit an account of their activities during the year at the Annual Meeting, and

iv) to meet not less than eight times during the year.[14]

The duties of the Committee Chairmen include general supervision of all activities of the particular committees and the submission of a budget to the Finance Committee at the end of the year so as to provide an overview of the expenditures and revenues of the Committees for the next fiscal year.

Each Committee Chairman is responsible to the Board and to the supervisory Vice President and each Committee has its own Executive and Board. The Chairman co-ordinates the programs and facilities within his jurisdiction and represents the views of his Committee to the Federation, Area Council and Parks and Recreation when necessary.

Specific Duties and Responsibilities of Standing Committees

The Finance Committee is responsible for the preparation of the budget, advising the Board of Directors of the Federation's finanical requirements, suggesting ways and means of raising funds to meet these requirements, and for the annual audit of the books, records and books of account of the Federation.

The Membership Committee is responsible for the organization of the annual unified Membership drive of Community Leagues, assisting in the organization and reorganization of Community Leagues and Area Councils; sponsoring such promotional activities, advertising and other projects as may be deemed necessary to increase membership in Community Leagues, representation on Area Councils, and membership in the Federation.

The Nominating Committee comprises three members who, apart from the Chairman of the Committee, are selected from among the Board of Directors and are responsible for the preparation and submission to the Annual General Meeting of a slate of officers and Committee Chairmen. This Committee is also required to assist the Chairmen of Standing Committees to obtain Committee members, the Board of Directors in filling vacancies among the Executive Committee and the Committee Chairmen.

The Publicity Committee is responsible for the preparation and distribution of information concerning the activities of the Federation, Area Councils and Community Leagues generally.

The Federation Hockey Committee is responsible for the encouragement, promotion and co-ordination of all organized Hockey activities sponsored by Community Leagues, Area Councils or the Federation.

The Federation Figure Skating Committee is responsible for the encouragement, promotion and co-ordination of all matters pertaining to specialized ice skating other than Hockey.

The Boysdale Camp Committee is responsible for the operation and promotion of the Boysdale Summer Camp. This Camp caters to boys from all walks of life, the main qualification being the need for a summer outing when one is not otherwise available. Credits are due to the Federation for its invincible co-ordinating efforts and sponsorship of the successful annual summer camps. Community League Presidents and Area Recreation Council representatives are urged to watch for families in their respective locales having boys who, through financial or other inopportune circumstances, are not able to experience a camping session.[15]

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The Youth Committee, when required, is to assist in the establishment, co-ordination and promotion of teen clubs and youth groups sponsored by Community Leagues, Area Councils and the Federation.

The Talent Show Committee is responsible for the organization and promotion of an Annual City-wide Talent Show and for assisting individual Community Leagues and/or Area Councils in organizing and promoting Talent Shows.

The Program and Social Committee is responsible for the organization and promotion of all programs of an educational, social or entertainment nature which may be sponsored by the Federation.

The Federation Baseball and Fastball Committee is responsible for the encouragement, promotion and co-ordination of all organized baseball and fastball activities sponsored by Community Leagues, Area Councils or the Federation.

The Federation Lacrosse Committee is responsible for the encouragement, promotion and co-ordination of all organized lacrosse activities sponsored by Community Leagues, Area Councils or the Federation.[16]

Thus in general, every Committee of the Federation is responsible to and must comply with decisions of the Board of Directors of the Federation of Community Leagues in

General Assembly. The Board of Directors is in turn responsible to and must comply with decisions of the General body.[17] (see Chart 2)

Responsibilities of the Area Recreation Councils

Each Area Recreation Council has its own Executive and Board of Directors, and is responsible to the Federation. It acts as an advisory and co-ordinating body to the Leagues within the Area, on matters of mutual concern to the members. It represents the Area's views directly to the Board of Directors of the Federation through its elected representative. The various committees of the Area Recreation Council provide a medium for the exchange of ideas among the League Chairmen with common interests. Each committee in the Area Council is composed of a Chairman, who represents and co-ordinates the interests of all similar League Committees in that Area, and the representatives from these committees.[18]

This overall structure of the Federation aims at providing all Leagues with direct representation on the Board, and ensuring that all communities are represented at the decision-making level. In addition, two-way communication is provided between the Leagues and the Federation.[19]

Relationship with Parks and Recreation Department

The specific role that Parks and Recreation plays with regard to the Federation is

> "to provide financial, administrative, organizational and advisory assistance to the Federation of Community Leagues pursuant to the agreement between the City and the Federation of Community Leagues."[20]

The Community Program Division in the Recreation Branch is set up for this purpose. The Director of this Division and his immediate subordinates, the District Recreation Supervisors, work with the Federation executives; whereas the Area Recreation Directors are the ones that work directly with the Community Leagues. (see Chart 3)

This close relationship to Parks and Recreation has been a help to the Community Leagues in general as the numerous Area Recreation Directors can render assistance more readily to them than the Federation, which has a very limited and small personnel and is physically remote from the Community Leagues. Some of the Leagues begin to question the effective leadership role of the Federation.

Thus the Federation feels alienated from the Leagues in being by-passed by them in matters even when the Federation should be informed, as in the case of many of the Community Leagues applying for L.I.P. (Local Initiative Program) grants under the Federation.[21] Furthermore, there

is constant conflict and competition between Parks and Recreation professionals and Federation amateur executives as both go about servicng the recreational needs of the City community. This lack of understanding and sometimes co-operation does strain the relationship of all three parties concerned.

In addition, from interviews with Federation executives and Parks and Recreation officers, some members from both parties felt that the description of roles that each party should play with regard to community recreation had not been specifically delineated to avoid overlapping authorities and service areas. Also the Federation is dubious of the stated policies of Parks and Recreation.

The Federation is well aware of these conflicts and of its own weaknesses. It has tried to remedy such constraints by submitting briefs and memoranda to all parties concerned, i.e., the Community Leagues, the Federation Standing Committees, Parks and Recreation and the City Council with regard to possible solutions.[22]

Three organizational charts are provided to depict the structures of the Federation, the Area Recreation Council, and the Community Program Division of Parks and Recreation.

Chart I

ORGANIZATIONAL CHART

AREA RECREATION COUNCILS

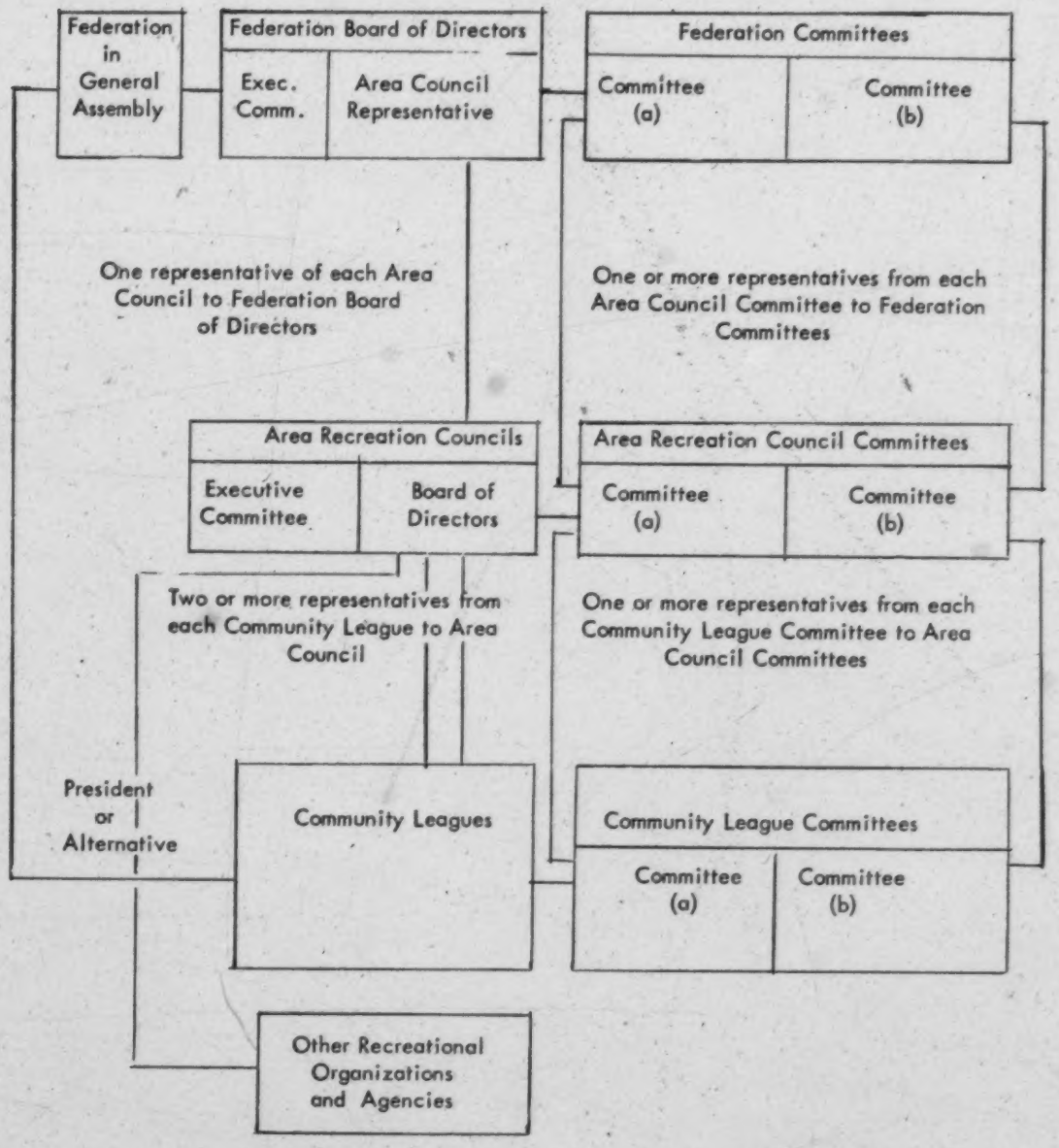
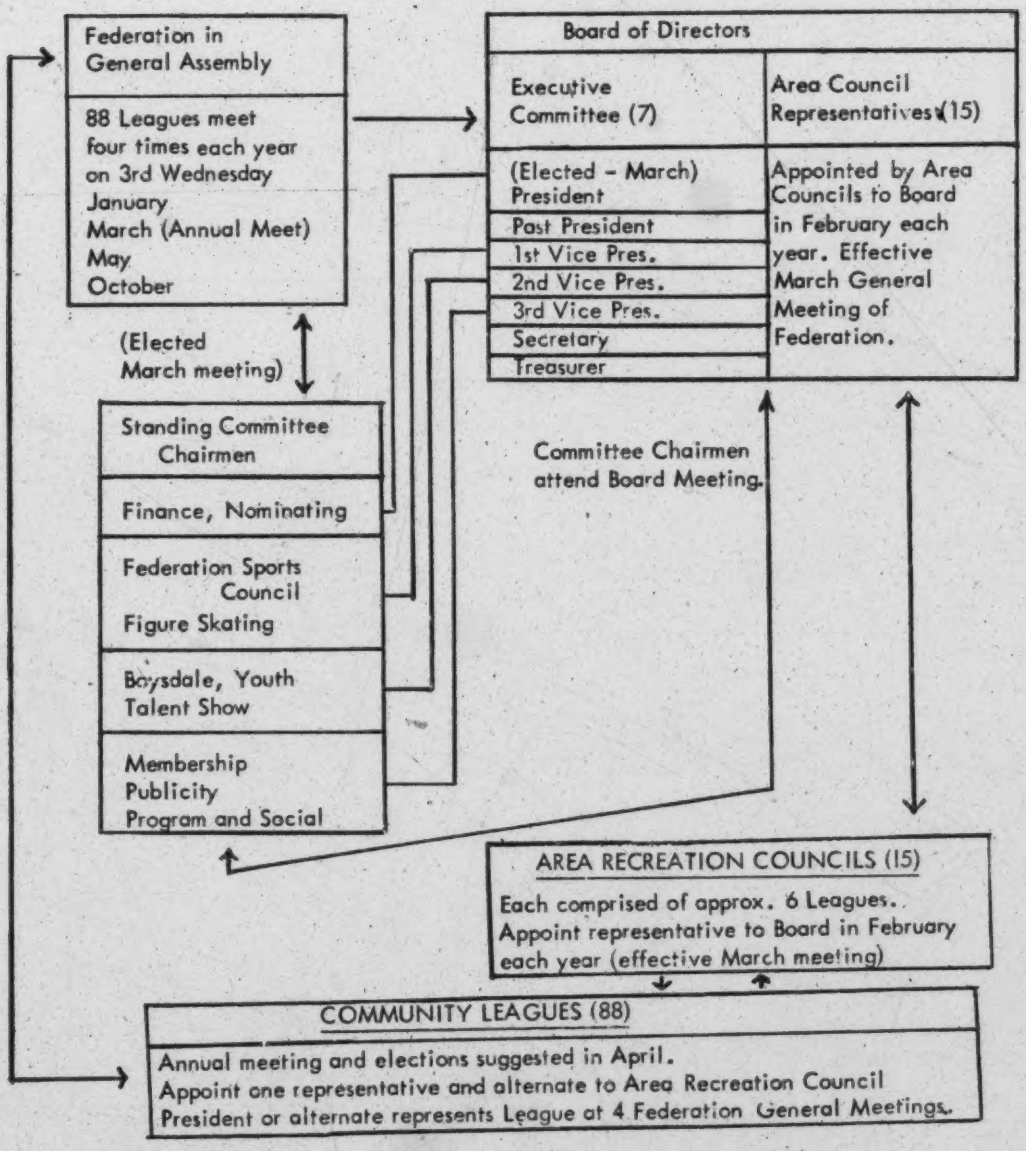

Federation in General Assembly
Federation Board of Directors
Exec. Comm.
Area Council Representative
Federation Committees
Committee (a)
Committee (b)
One representative of each Area Council to Federation Board of Directors
One or more representatives from each Area Council Committee to Federation Committees
Area Recreation Councils
Executive Committee
Board of Directors
Area Recreation Council Committees
Committee (a)
Committee (b)
Two or more representatives from each Community League to Area Council
One or more representatives from each Community League Committee to Area Council Committees
President or Alternative
Community Leagues
Community League Committees
Committee (a)
Committee (b)
Other Recreational Organizations and Agencies

Chart II

EDMONTON FEDERATION OF COMMUNITY LEAGUES

ORGANIZATIONAL CHART


Federation in General Assembly
88 Leagues meet four times each year on 3rd Wednesday
January
March (Annual Meet)
May
October
(Elected March meeting)
Board of Directors
Executive Committee (7)
Area Council Representatives (15)
(Elected - March) President
Past President
1st Vice Pres.
2nd Vice Pres.
3rd Vice Pres.
Secretary
Treasurer
Appointed by Area Councils to Board in February each year. Effective March General Meeting of Federation.
Standing Committee Chairmen
Finance, Nominating
Federation Sports Council
Figure Skating
Boysdale, Youth Talent Show
Membership
Publicity
Program and Social
Committee Chairmen attend Board Meeting.
AREA RECREATION COUNCILS (15)
Each comprised of approx. 6 Leagues.
Appoint representative to Board in February each year (effective March meeting)
COMMUNITY LEAGUES (88)
Annual meeting and elections suggested in April.
Appoint one representative and alternate to Area Recreation Council
President or alternate represents League at 4 Federation General Meetings.

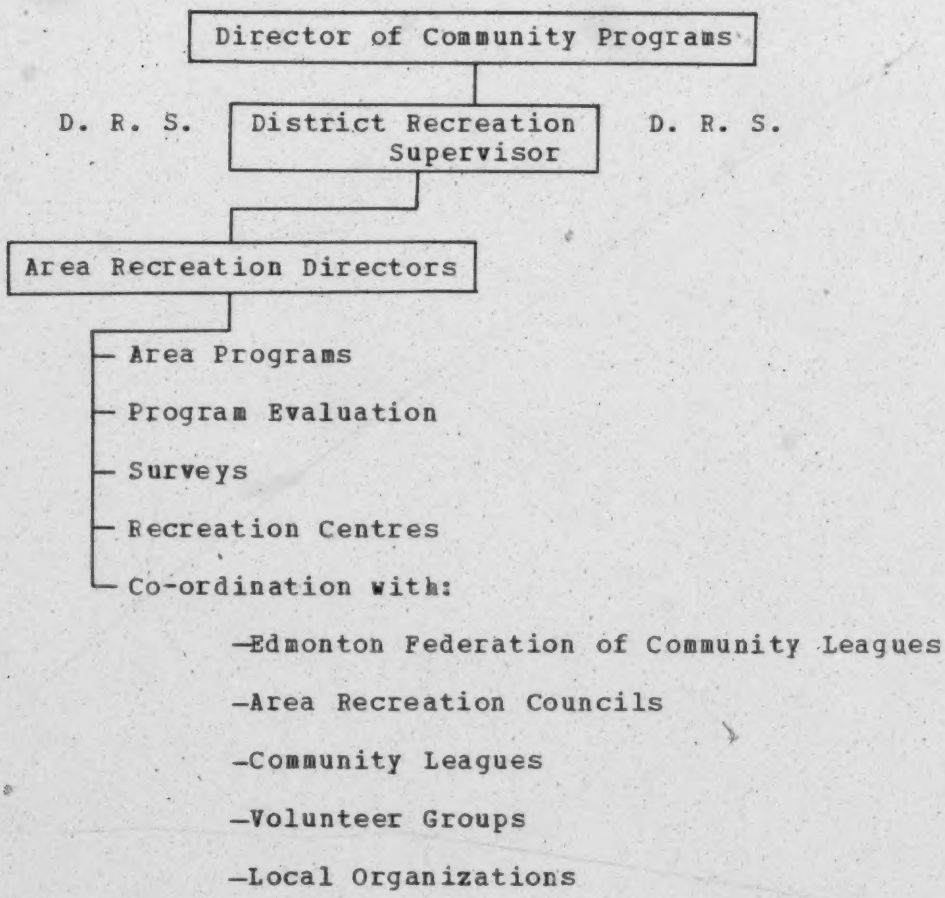
October 1967

Chart III

Organizational Chart

of Community Program Division

of The Department of Parks And Recreation



References

1. Canada, Alberta, Edmonton Federation of Community Leagues, Constitution Of The Edmonton Federation Of Community Leagues As amended to Nov. 1/67, art. 2.

2. P.C.C. Marshall, Report of the Special Investigating Committee on How To Improve The Relationship Between The City Of Edmonton Parks And Recreation Department, The Federation of Community Leagues And The Community Leagues (Edmonton, Alberta, April 27, 1964), p. 3.

3. This Federation consisted of the Presidents of each League and an executive body elected annually in general assembly.

4. Marshall, pp. 6-8.

5. President's Manual, p. H,4,1.

6. Canada, Alberta, Edmonton Parks And Recreation, Reorganization---A Redirection, March, 1973, pp. 2-3.

7. Canada, Alberta, Edmonton Federation of Community Leagues, By-laws Of The Edmonton Federation Of Community Leagues (As amended to November 1, 1967), by-law 60.

8. By-laws Of The Edmonton Federation Of Community Leagues, by-law 2.

9. By-laws 8, 9 10 and 13.

10. By-law 22.

11. By-law 27.

12. By-law 30.

13. By-laws 39-42.

14. By-laws 49-53.

15. President's Manual, p. E,4,a,1.

16. By-laws 66-75B.

17. By-laws 76-77.

18. President's Manual, p. F,I,2.

19. President's Manual, p. E,1,2.

20. President's Manual, p. H,3,2.

21. Federation of Community Leagues, Minutes of Federation Board Meeting, (March, 1973).

22. Murray Hawkins, Recommendations in regard to Relations between the Federation of Community Leagues and the City of Edmonton, Parks and Recreation Department, Brief to City Council, (Feb. 1973).

Chapter IV

Case Study of Hazeldean and Scona Community Leagues

Under the Societies Act[1], every League when accepted as a member of the Edmonton Federation of Community Leagues, becomes incorporated in that Organization. The Societies Act, whose origin dates back to 1908[2], is part of the provincial legislation aimed at encouraging and supporting citizen participation. It states that

> "...five or more persons may become incorporated under this Act for any benevolent, philanthropic, charitable, provident, scientific, artisfic, literary, social, educational, agricultural, sporting or other useful purpose, but not for the purpose of carrying on a trade or business."[3]

This Act, as referred to this Organization, requires that the Federation and the individual Community League enter into a contract with the City. This is an agreement which entails mutual obligations and confers mutual benefits on the parties concerned.

The City leases land and provides financial and technical assistance to the Leagues, for the construction of buildings and the provision of facilities. In return, the Community Leagues allow the City access to these facilities. The Federation serves as witness and guarantor to this contract.[4]

Organization in Hazeldean and Scona

In the March 1967 General Meeting of the Federation, a standard constitution for all Leagues was adopted. The rules and regulations at this level are similar to those that govern the Federation's Executive and Committees.[5] Thus, there are parallel structures at all levels.

The following details are noteworthy: in individual Leagues, membership is open to any person or family upon payment of the membership fee. Such fee is determined by each individual League at its general meeting. There is quite a range in the fee structure; from $2.00 to $50.00 annually. The average family membership is about $10.00. The amount of the fee is to a large extent, correlated with the assets and facilities of the particular League, and/or its socio-economic background. Hazeldean charges $7.50 per family and Scona $5.00.

From the research data, 53.3% of the sample classified themselves as working class, 24.4% as middle class, 5.6% as upper class and the rest(16.6%) opted for no classification at all. Most of the members are in the 25 to 50 year age group, with the majority being between 35 and 40. Wives were 5.6% more active in the Leagues than husbands, and there were also more female heads of families involved than male heads.

In addition, from interviews with members from these two Leagues, general opinion was that there were many senior citizens residing in the neighborhoods as well as single parent households and numerous incidences of families on welfare.

Thus these facts help to explain why 26% of the Hazeldean and 50% of the Scona membership are honorary or associate members. Associate members pay a smaller membership fee and are not entitled to vote at general meetings. Senior citizens are usually associate members. Honorary membership is sometimes allowed to families that cannot afford the membership fee.

Community League Meetings

The Leagues hold monthly meetings except for the months of July and August. Notices are sent out to all members. However, only a very few attend regularly; poor publicity and communications are probably two of the main reasons for such poor attendance. Every League holds an annual general meeting toward the end of April, and as many other general meetings as may be deemed necessary. Members in good standing are entitled to vote at all meetings.

Executive and Committee Chairmen are elected and no one can serve in these offices for more than two years. To acertain that there is continuity in administration, it has

been the policy to elect half of the officers for one year, and the other half for two years. Usually Committees in the Federation have their counterparts in each League, but sometimes due to lack of interest or inadequate personnel this may not be so in every case.

In keeping with the principles of voluntarism and democracy in the Organization, Executive and Committee Chairmen are required by the by-laws not to receive any remuneration for services done and always to comply with decisions of members made at General Meetings.[6]

In this connection it is worthy of note that resolutions once passed at a General Meeting, can only be revoked by an "Extraordinary Resolution" at a special general meeting. An "Extraordinary Resolution" is one passed by not less than a three quarters majority vote of members present and entitled to vote at a general meeting called for that purpose.[7]

Programs

The programs typical of all Leagues are; sports for boys and figure skating for girls, hockey, soccer, basketball, baseball, fastball and lacrosse. Participants vary from 6 to 16 years of age and are organized in suitable age groups.

The programs referred to above are the ones that are most active and best organized. The Area Sports Directors co-ordinate facilities for the teams in the Leagues, and they are also responsible for the finding of coaches. The Federation Figure Skating Committee provides teachers for girls and arranges a City-wide Ice Show annually in March. These programs enroll thousands of youngsters from all neighborhoods in the City.

Adult programs such as dances are organized occasionally. However, playschools for small children, teen programs other than sports and senior citizen activities are not as regularly active. They are only organized when there is sufficient interest and personnel involved.

The research data indicate that over 75% of the families have children enrolled in programs. Reasons given for non-involvement were that children were too young, too old, too grown up or not sports minded. Social skating is being touted as a popular winter program for the entire family.

General Pattern of Local Participation

Although both Hazeldean and Scona have more than one third of the total neighborhood population as members, active participation is limited to a relatively small number of volunteers. From the research data gathered from the

questionnaires and interviews, the main reason for this is that the programs do not cover a sufficiently wide range of interests and ages. As Alinsky points out, in order for a community organization to prosper, it must serve the interests of a large percentage of its members. Sufficient flexibility is also required to ensure that projects do not necessarily fail completely because of inability to meet all objectives.[8]

Active Participation is limited mainly to Executives and Committee Chairmen.

The majority of families are paying members. They have joined the League so that their children can play ball games in the neighborhood. These families often interact with their League only once a year; when the time comes to pay their membership fee. A minority will respond to requests for help with occasional projects provided they do not involve them in leadership roles; they fear being too much involved. These members usually help out in bingos, bake sales, and other larger scale social activities, but do not make commitments; they volunteer only when they have the time.

Consequently, there is only a small core of volunteers that are more or less permanent, and they often end up by managing everything.

This is reflected in the research data when 47.8% of the respondents express the opinion that the Executives are the ones who make decisions in the Leagues; only 20% said that decision-making involved the members as well.

Tables 1 and 2 show the percentage of members who are or have been Executives and their claims to active participation. The contrast is obvious when participation is compared between members(represented by 19 Hazeldean and 56 Scona respondents) and executives (represented by Presidents of 15 Leagues). The tables show responses of the above groups to some questions in the questionnaire.

Table 1. Being League Executive

Are you a member of your League executive?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
PRESIDENT	15	0	15
	100.0	0.0	16.7
	57.7	0.0	
	16.7	0.0	
HAZELDEAN	3	16	19
	15.8	84.2	21.1
	11.5	25.4	
	3.3	17.8	
SCONA	8	48	56
	14.3	58.7	62.2
	30.8	76.2	
	8.9	52.2	
COLUMN TOTAL	26	64	90
	28.9	71.1	100.0

Table 2. Actively Participating

Do you consider yourself as actively participating in the League?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
PRESIDENT	15	0	15
	100.0	0.0	16.7
	34.1	0.0	
	16.7	0.0	
HAZELDEAN	8	11	19
	42.1	57.9	21.1
	18.2	23.9	
	8.9	12.2	
SCONA	21	35	56
	37.5	62.5	62.2
	47.7	76.1	
	23.3	38.9	
COLUMN TOTAL	44	46	90
	48.9	51.1	100.0

Interaction with Area Recreation Council

Since the first implementation in 1965 of the Council Concept in Area 9, there are only 8 Councils in the 17 Areas in the City. Most of these Councils have not been effective as co-ordinating bodies for area Community Leagues.

There is a lack of committed personnel and inconsistency in operation. Meetings are not regularly convened; those who feel concerned will meet two or three times during the year to discuss community needs. The ineffectiveness of the current Councils is quite contrary to the positive results that were reported of the Area 9 pilot Council.

A report on this Council stated that "communications were improved--both between member Leagues and between the Leagues and the City; reciprocal programming and use of facilities were initiated...."[9]

A weakness in the Council Concept is that it increases the load of responsibility on the few volunteer core participants. Presidents and Chairmen of Committees in the Community Leagues (or their alternatives) make up the Council personnel as well. Sometimes this requires more time and service than they are able to give.

There are almost always other agencies and organizations in the area, such as local schools, churches, businesses, etc., which are vieing for their time. As a result, in some areas (e.g., Area 12 to which Hazeldean and Scona belong), it was suggested, mainly by the Area Recreation Directors, that the scope of the Council be widened. Other groups were invited to join the Council, thus transforming it into an Area Co-ordinating Council.

This new approach means that all sorts of community problems and interests are looked into and not just exclusively Community League affairs. Some competition between vested interests becomes inevitable.

With this change, the Federation and some Community Leagues feel alienated by the ambiguous policy of Parks and Recreation. This was the expressed opinion from interviews with Federation and Community League executives. As understood in 1965 when the Area Recreation Council Concept was first implemented, the object was to co-ordinate recreational pursuits only as had been recommended by the Mayor's Report.[10]

However now the Area 12 Co-ordinating Council including Hazeldean and Scona has a Local Initiative Program in operation. But the general opinion is that this Council is very weak and that much more co-operation and

understanding from all groups will have to be forthcoming if there are going to be any meaningful community achievements.

Tables 3 and 4 indicate that members at large have limited knowledge about Council Activities. They also indicate that only those Presidents from Leagues having an Area Council interact with Council. These tables also reveal that Hazeldean members have more contact with Council than Scona members.

Tables 5 and 6 indicate that members from higher socio-economic background tend to know about Council. However opinions are alike on Leagues' interaction with Council.

Table 3. Knowledge about Area Council I

Are you familiar with the responsibilities of the Area Council?

	COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
PRESIDENT		11	4	0	15
		73.3	26.7	0.0	16.7
		44.0	6.5	0.0	
		12.2	4.4	0.0	
HAZELDEAN		5	14	0	19
		26.4	73.7	0.0	21.1
		20.0	22.6	0.0	
		5.5	15.6	0.0	
SCONA		10	44	2	56
		17.9	78.6	3.6	62.2
		40.0	71.0	100.0	
		11.1	48.9	2.2	
COLUMN TOTAL		26	62	2	90
		28.9	68.9	2.2	100.0

Table 4. Knowledge about Interaction between Community League and Area Council I

Do you happen to know whether the Community League makes known the needs of your community to the Area Council?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
PRESIDENT	9	6	0	15
	60.0	40.0	0.0	16.7
	30.0	4.2	0.0	
	10.0	6.6	0.0	
HAZELDEAN	6	10	3	19
	31.6	52.6	15.8	21.1
	20.0	21.8	75.0	
	6.7	11.1	3.3	
SCONA	15	40	1	56
	26.8	71.4	1.8	62.2
	50.0	71.4	25.0	
	16.7	44.5	1.1	
COLUMN TOTAL	30	56	4	90
	33.3	62.2	4.4	100.0

Table 5. Knowledge about Area Council II (Responses being compared by socio-economic background of respondents)

Are you familiar with the responsibilities of the Area Council?

	COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
UPPER		4	1	0	5
		80.0	20.0	0.0	5.6
		16.0	3.3	0.0	
		4.4	1.1	0.0	
MIDDLE		7	15	0	22
		31.8	68.2	0.0	24.4
		28.0	68.2	0.0	
		7.8	16.7	0.0	
WORKING		11	25	2	48
		22.9	73.0	4.2	53.3
		44.0	52.1	100.0	
		12.2	38.9	2.2	
NOT CLASSIFIED		3	12	0	15
		20	80.0	0.0	16.6
		12	19.0	0.0	
		3.3	13.3	0.0	
COLUMN TOTAL		25	63	2	90
		27.8	70.0	2.2	100.0

Table 6. Knowledge about Interaction between Community League and Area Council II (Responses being compared by socio-economic background of respondents)

Do you happen to know whether the Community League makes known the needs of your community to the Area Council?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
UPPER	3	2	0	5
	60.0	40.0	0.0	5.6
	10.0	3.6	0.0	
	3.3	2.2	0.0	
MIDDLE	8	12	2	22
	36.4	54.5	9.1	24.4
	26.7	21.4	50.0	
	8.9	13.3	2.2	
WORKING	14	33	1	48
	29.2	68.7	2.1	53.3
	46.7	58.9	25.0	
	15.6	36.6	1.1	
NOT CLASSIFIED	5	9	1	15
	33.3	58.3	8.3	16.6
	16.7	16.2	25.0	
	5.5	10.0	1.1	
COLUMN TOTAL	30	56	4	90
	33.3	62.2	4.4	100.0

Interaction with the Federation

It has been a policy of the Federation not to interfere with the internal administration of the Community Leagues. Essentially it is only in connection with matters of concern to all leagues such as grants, ice time for hockey teams, the respectable image of the movement, etc., that there is much interaction.

Communication is mainly through mailed minutes of Federation Board Meetings and General Meetings of Community Leagues. However, every League can present its grievances when considered necessary direct to the Federation at its Board Meetings. Normally, the Leagues communicate through their Area Representatives.

The data indicate that even Presidents and the Area Representatives are not adequately involved with Federation. Their attendence at Federation Board Meetings is very low. Thus, one of the main two-way channels of communication is not functioning effectively.

Data also show that the majority of members are ignorant of the function of the Federation. They did not answer items in the questionnaire related to concerns of the Federation. Tables 7, 8 and 9 indicate what members from Hazeldean and Scona know about the Federation. The

Federation has organized annual workshops in co-operation with Parks and Recreation for Community League Executives. The nature of these workshops is primarily for training and evaluation. However attendance has not been satisfactory, as can be seen from Table 10.

In summary, Presidents are more knowledgeable of the role and function of the Federation (see Tables 11 and 12), and so are members from higher socio-economic background (see Tables 13 and 14). Hazeldean and Scona do not differ significantly from each other in their knowledge of the Federation. Of the few that are concerned, there is a predominant wish to see the Federation being more assertive in speaking on behalf of the Leagues and on information being made available to members.

Table 7. Knowledge about Federation I

Are you familiar with the responsibilities of the Federation?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
YES	28	31.1
NO	60	66.6
NOT ANSWERED	2	2.2
TOTAL	90	100.0

Table 8. Knowledge about Interaction between Community League and Federation I

Do you happen to know whether the Community League makes known the needs of your community to the Federation?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
YES	32	35.6
NO	53	58.9
NOT ANSWERED	5	5.5
TOTAL	90	100.0

Table 9. Priorities for Federation

What do you think are the priorities that the Federation should have for the next two years?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
INFORMATION TO MEMBERS	15	16.7
MORE ASSERTIVE WITH CITY *	8	8.8
PROVIDE AND UPGRADE FACILITIES	8	8.8
MORE NON-SPORT PROGRAMS **	7	7.8
DON'T KNOW	11	12.2
DID NOT ANSWER	40	44.4
TOTAL	90	100.0

* NEGOTIATING FOR GRANTS, ICE TIME, ARTIFICIAL ICE, ETC.
** VARIOUS WORKSHOPS FOR DIFFERENT AGE GROUPS AND SENIOR CITIZEN PROGRAMS.

Table 10. Attendance at Federation Workshops I

Have you, by any chance, attended any workshops set up by the Federation of Community Leagues?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
PRESIDENT	7	8	15
	46.7	53.3	16.7
	43.8	10.8	
	7.8	8.9	
HAZELDEAN	4	15	19
	21.1	78.9	21.1
	25.0	20.3	
	4.4	16.7	
SCONA	5	51	56
	8.9	91.1	62.2
	31.3	68.9	
	5.6	56.7	
COLUMN TOTAL	16	74	90
	17.8	82.2	100.0

Table 11. Knowledge about Federation II

Are you familiar with the responsibilities of the Federation of Community Leagues?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
PRESIDENT	11	4	15
	73.3	16.6	16.7
	39.3	6.5	
	12.2	4.4	
HAZELDEAN	3	16	19
	15.8	79.0	21.1
	10.7	25.8	
	3.3	17.8	
SCONA	14	42	56
	25.0	73.2	62.2
	50.0	67.7	
	15.6	46.6	
COLUMN TOTAL	28	62	90
	31.1	68.8	100.0

Table 12. Knowledge about Interaction between Community League and Federation II

Do you happen to know whether the Community League makes known the needs of your community to the Federation?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
PRESIDENT	10	5	0	15
	66.7	33.3	0.0	16.7
	31.3	9.4	0.0	
	11.1	5.6	0.0	
HAZELDEAN	5	9	5	19
	26.3	47.4	26.3	21.1
	15.6	20.5	100.0	
	5.6	10.0	5.6	
SCONA	17	39	0	56
	30.4	69.6	0.0	62.2
	53.1	73.6	0.0	
	18.9	43.4	0.0	
COLUMN TOTAL	32	53	5	90
	35.6	58.9	5.6	100.0

Table 13. Knowledge about Federation III
(Responses being compared by socio-economic background of respondents)

Are you familiar with the responsibilities of the Federation?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
UPPER	4	1	5
	80.0	20.0	5.6
	14.3	3.3	
	4.4	1.1	
MIDDLE	6	16	22
	27.3	72.7	24.4
	21.4	26.2	
	6.7	17.8	
WORKING	14	34	48
	29.2	70.9	53.3
	50.0	55.7	
	15.6	37.8	
NOT ANSWERED	5	10	15
	41.7	83.3	16.6
	17.2	16.3	
	5.5	11.1	
COLUMN TOTAL	29	61	90
	32.2	67.7	100.0

Table 14. Attendance at Federation Workshops II
(Responses being compared by socio-economic background of respondents)

Have you, by any chance, attended any workshops set up by the Federation of Community Leagues?

	COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
UPPER		2	3	5
		40.0	60.0	5.6
		12.5	4.1	
		2.2	3.3	
MIDDLE		9	13	22
		40.9	59.1	24.4
		56.3	17.6	
		10.0	14.4	
WORKING		4	44	48
		8.3	91.7	53.3
		25.0	59.5	
		4.4	48.9	
NOT ANSWERED		1	14	15
		8.3	93.3	16.6
		6.2	18.9	
		1.1	15.5	
COLUMN TOTAL		16	74	90
		17.8	82.2	100.0

Impact in the Communities

Community Leagues as at present constituted, mainly serve families with children interested in sport. They have little impact on other areas of social development. Yet there is the potential of playing very significant supportive roles in other community affairs.

The Federation and the Leagues are now well established institutions in the City. There is public appreciation of their albeit limited volunteer services. And the Leagues do render support to other community concerns when approached. For instance, with the Federation co-ordinating, the Leagues help in city-wide Clean Up Campaigns, Miles for the Millions, school projects, Red Cross work, etc. Their responses are not overwheming, yet it cannot be said that they are totally insensitive to community appeals.

Tables 15, 16, 17 and 18 show what Hazeldean and Scona respondents (including Presidents) perceive as the reciprocal relationship of Community Leagues with other organizations in the neighborhood. This relationship is indicated by the respondents as reciprocal.

Table 15. Horizontal Relationship of Community Leagues I

Do you think that other organizations, such as schools, churches, businesses, readily support the Community League?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
YES	56	62.2
NO	34	37.8
TOTAL	90	100.0

Table 16. Horizontal Relationship of Community Leagues II

Do you think that Community League is responsive to requests for services from the community?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
YES, RESPONSIVE	30	33.3
SOMEWHAT RESPONSIVE	40	44.4
NOT RESPONSIVE	4	4.4
DON'T KNOW	16	17.7
TOTAL	90	100.0

Table 17. Horizontal Relationship of Community Leagues III

Do you think that other organizations, such as schools, churches, businesses, readily support the Community League?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
PRESIDENT	9	5	1	15
	60.0	33.3	6.7	16.7
	16.4	33.3	5.3	
	10.0	5.6	1.1	
HAZELDEAN	13	3	3	19
	68.4	15.8	15.8	21.1
	23.6	20.0	15.8	
	14.4	3.3	3.3	
SCONA	34	7	15	56
	60.7	12.5	26.8	62.2
	60.7	46.7	78.9	
	37.8	7.8	16.7	
COLUMN TOTAL	56	15	19	90
	62.2	16.7	21.1	100.0

Table 18. Horizontal Relationship of Community Leagues IV

Do you think that the Community League is responsive to requests for services from the community?

COUNT / ROW PCT / COL PCT / TOT PCT	YES RESPONSIVE	SOMEWHAT RESPONS	NOT RESPONSIVE	DON'T KNOW	ROW TOTAL
PRESIDENT	10	5	0	0	15
	66.7	33.3	0.0	0.0	
	33.3	12.5	0.0	0.0	
	11.1	5.6	0.0	0.0	
HAZELDEAN	8	8	1	2	19
	42.1	42.1	5.3	10.5	21.1
	26.7	20.0	25.0	13.3	
	8.9	8.9	1.1	2.2	
SCONA	12	27	3	14	56
	21.4	48.2	5.4	35.0	62.2
	40.0	67.5	75.0	87.5	
	13.3	30.0	3.3	15.5	
COLUMN TOTAL	30	40	4	16	90
	33.3	44.4	4.4	17.8	100.0

The Presidents, Hazeldean and Scona members seem to be very happy about the recreational role that the Leagues play in the neighborhood. Almost all of them state that the City could not provide the same services without the Leagues. They recognize the role of the professional, and admit that Parks and Recreation are more efficient in helping the Leagues than the Federation or the Area Councils. Nevertheless, they feel that "indigenous volunteers" have an important part to play.

Tables 19, 20, and 21 give respondents' views of their roles in the community and what they think of Parks and Recreation.

Table 19. Interaction with Parks and Recreation I

Do you happen to know whether the Community League makes known the needs of your community to Parks and Recreation?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
PRESIDENT	14	1	15
	93.3	6.7	16.7
	31.8	12.5	
	15.6	1.1	
HAZELDEAN	9	10	19
	47.4	52.6	21.1
	20.5	21.7	
	10.0	11.1	
SCONA	21	35	56
	37.5	62.5	62.2
	47.7	76.1	
	23.3	38.9	
COLUMN TOTAL	44	46	90
	48.9	51.1	100.0

Table 20. Interaction with Parks and Recreation IV

Do you think that Parks and Recreation are responsive to your community's suggestions and demands?

COUNT / ROW PCT / COL PCT / TOT PCT	YES RESPONSIVE	SOMEWHAT RESPONS	NOT RESPONSIVE	DON'T KNOW	ROW TOTAL
PRESIDENT	2	12	1	0	15
	13.3	80.0	6.7	0.0	16.7
	15.4	27.3	25.0	0.0	
	2.2	13.3	1.1	0.0	
HAZELDEAN	4	9	1	5	19
	21.1	47.4	5.3	26.3	21.1
	30.8	20.5	25.0	17.9	
	4.4	10.0	1.1	5.6	
SCONA	7	23	2	24	56
	12.5	41.1	3.6	42.9	62.2
	53.8	52.3	50.0	82.7	
	7.8	25.6	2.2	26.7	
COLUMN TOTAL	13	44	4	29	90
	14.4	48.9	4.4	32.2	100.0

Table 21. City Providing Recreation

Do you think that the City would provide the same, if not better, recreation programs and facilities if there was no Community League in your neighborhood?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
PRESIDENT	1	14	0	15
	6.7	93.3	0.0	16.7
	50.0	20.3	0.0	
	1.1	15.6	0.0	
HAZELDEAN	0	36	1	19
	0.0	84.2	15.8	21.1
	0.0	23.2	15.8	
	0.0	17.8	3.3	
SCONA	1	39	16	56
	1.8	69.6	28.6	62.2
	50.0	56.5	84.2	
	1.1	43.3	17.8	
COLUMN TOTAL	2	69	19	90
	5.2	76.7	21.1	100.0

Problems in the Leagues

Presidents and members were of the same opinion regarding problems existing in the Leagues. Though members were not all familiar with the Area Council and Federation business, they have definite opinions about their Community League needs and responsibilities. (see Table 22)

The vast majority were of the opinion that lack of volunteers was the main issue, followed by lack of funds and poor communication. Neither in Hazeldean nor Scona is there a regular medium, like a newsletter, as is the case in some other Community Leagues. At present, both of them are trying to combine with another League in their area in putting out a monthly newsletter.

There seems to be little desire from the majority of respondents whatever their socio-economic background to expand present activities (see Table 23 and 24). Their reasons were that: it was not necessary, there were no volunteers, or it would be duplicating services supplied by other agencies in the area.

Yet, the Presidents did favor expansion of activities (see Table 25). Mainly they would like to add more programs for senior citizens and a variety of workshops for different age groups.

Finally, Table 26 lists priorities in order of importance to respondents contacted. There was no social class differential among members as to preferences. However, emphasis on priorities differed among Presidents, Hazeldean and Scona members. The Presidents and Hazeldean members stressed the need for more active involvement, where Scona was more interested in playground improvement and better communication.

Table 22. Knowledge about Community League Responsibilities

Are you familiar with the responsibilities of the Community League?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	ROW TOTAL
PRESIDENT	15	0	15
	100.0	0.0	16.7
	27.3	0.0	
	16.7	0.0	
HAZELDEAN	12	7	19
	63.2	36.8	21.1
	21.4	20.6	
	13.3	7.8	
SCONA	29	27	56
	51.8	48.2	62.2
	52.7	79.0	
	32.2	30.0	
COLUMN TOTAL	56	34	90
	62.2	37.8	100.0

Table 23. Major Problems in Community Leagues

What do you think are some of the major problems in the operation of the Community League?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
LACK VOLUNTEERS	55	61.1
LACK FUNDS	7	7.8
POOR COMMUNICATION	4	4.4
NO MAJOR PROBLEMS	3	3.3
LACK PROGRAMS FOR DIFFERENT AGE GROUPS	2	2.2
DON'T KNOW	6	6.7
DID NOT ANSWER	13	14.4
TOTAL	90	100.0

Table 24. Expanding Activities beyond Recreation I

Have you ever given any thought to the Community League's expanding its activities beyond recreation?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
YES	25	27.8
NO	60	66.7
NOT ANSWERED	5	5.5
TOTAL	90	100.0

Table 25. Expanding activities beyond Recreation II

Have you ever given any thought to the Community League's expanding its activities beyond recreation?

COUNT / ROW PCT / COL PCT / TOT PCT	YES	NO	NOT ANSWERED	ROW TOTAL
PRESIDENT	10	5	0	15
	66.7	33.3	0.0	16.7
	40.0	8.3	0.0	
	11.1	5.6	0.0	
HAZELDEAN	6	12	1	19
	31.6	63.2	5.3	21.1
	24.0	20.0	25.0	
	6.7	13.3	1.1	
SCONA	10	43	3	56
	17.9	76.8	5.4	62.2
	38.5	71.7	75.0	
	11.1	47.8	3.3	
COLUMN TOTAL	26	60	4	90
	28.9	66.7	4.4	100.0

Table 26. Improvement in Community Leagues

What kind of other improvements would you like to see in the Community League?

REPLIES	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY
UPGRADE AND PROVIDE FACILITIES *	15	17.8
ACTIVE PARTICIPATION	9	10.0
BETTER COMMUNICATION	9	10.0
ADULT ACTIVITIES	3	3.3
MISCELLANEOUS **	12	13.3
DON'T KNOW	5	5.6
DID NOT ANSWER	36	40.0
TOTAL	90	100.0

* PLAYGROUND, SKATING RINK, COVERED RINK, ETC.
** PROGRAMS FOR SENIOR CITIZENS, DAY CARE, TEEN PROGRAMS, LEADERSHIP TRAINING, EDUCATIONAL COURSES-FAMILY LIFE, ETC.

References

1. Canada, Alberta, Revised Statutes-The Societies Act, Chapter 315 (1955, with amendments up to 1960).

2. The Societies Act, p. 1.

3. The Societies Act, p. 1-2.

4. Canada, Alberta, Edmonton, Memorandum Of Agreement Made Between The City Of Edmonton, The Community League And The Federation Of Community Leagues, 1965.

5. The general organizational pattern of Community Leagues is similar to that of Federation as discussed in previous chapter.

6. Canada, Alberta, Edmonton Federation of Community Leagues, Constitution of Community Leagues, By-law 12, 1965, pp. 12-13.

8. Saul Alinsky, Rules For Radicals (New York: Random House, 1971), pp. 53-59.

9. President's Manual, p. f,1,1.

10. Marshall, pp. 11-13.

Chapter V

Conclusion

The Federation and its Community Leagues have performed a definite function in providing recreational programs and facilities in the neighborhoods of Edmonton. Traditionally their emphasis has been on sport programs for boys and figure skating for girls, with limited programs for other age groups.

In general, duration of residence in the neighborhood and knowledge about the Organization are not factors affecting active participation. The restricted nature of the programs and lack of publicity have made it difficult to recruit more members and volunteers. On the average, there are just as many new comers and old dwellers in the neighborhoods that belong to Community Leagues. Members from higher socio-economic background tend to know more about the structure of the Organization, yet there is no significant difference in the general pattern of membership participation.

The organizational structure of the Federation does not facilitate active participation of the member Leagues in decision-making that affects the whole Organization. It demands an increased commitment from the small core of workers already active in the Leagues. This has resulted in

Ineffective Area Councils which are supposed to be the link between the Federation policy-makers and the mass of members. Thus the vertical relationship in the Community League-Federation system is quite weak with regard to central authority, and is contrary to Warren's findings about large organizations which have direct control over subsystems.[1]

Such inadequate relationship is due to the large size of its membership, its diverse socio-economic background, and its differential preferences and the autonomy of each League. The Federation Executive is also too small for the amount of administration it has to do. Consequently it is wide open to the criticism that policy is being made by a few executives in isolation from the mass of members.

Yet the horizontal relationship of the Community Leagues is more satisfactory. In addition to their recreational involvement, the Leagues also interchange co-operation and support with the other agencies in the neighborhoods. Financially the Leagues have to depend on local sponsorship to maintain their operation budgets. On account of these interactions, the Leagues are well informed of community needs and concerns. Their relationship with Parks and Recreation is also satisfactory.

Considering the Leagues' voluntary service in the neighborhoods, their past experiences in civic affairs, their wide contact and public recognition, there is high potential for them to become community development nuclei. They can be very valuable work partners in bringing about desirable soical changes in communities.

Finally, the Federation is very essential to the Leagues in its capacity as spokesman for concerted action. As individual units, the Leagues are powerless to counteract government recreational policies when these are not in accordance with popular demands. Only when they act collectively as a Federation will they be effective to influence government policy. For instance, recently the Federation has been successful in asking the City for a larger grant to hire a full-time director for the main administrative tasks and an increase in the operation grant to the Community Leagues.[2]

Recommendations

It is suggested that decentralization into districts following a similar pattern as the re-organization of Parks and Recreation may help improve communication and efficiency in the Federation of Community Leagues. Essentially, this will entail some adjustment in the organizational structure.

For administrative purposes, Parks and Recreation has divided the city into five districts. Each district is allowed ample decision-making power over all matters of concern. This re-organization with emphasis on decentralization can also be applied to the Federation and its Leagues.

Thus within each district are subdivisions of areas with Leagues from different neighborhoods. A district co-ordinating council is to be formed from the areas with their constituents.

In each of these district councils of Community Leagues, the person chairing at the council will be the one to report to the Federation, as well as being the spokesman to Parks and Recreation and to other agencies within the district. This chairman can be one of the Vice Presidents of the Federation. Instead of having a supervisory role over a few of the Federation Committees, his sole

responsibility will be in the district under his charge. He will report directly back at the Federation Executive Meetings. Thus he will also represent the views of his district to the Federation toward formulation of central policies. The Federation representative to the Parks and Recreation Advisory Board will speak on behalf of all the Leagues directly to the City Council.

This change will enable the Federation to have closer contact with the Leagues, efficiency in administration and direct communication within the Organization and with the City.

To ensure that this adjustment will work, it is also recommended that a tighter co-operation in the Federation is necessary, from the Federation Executive down to the League Executives. How this is going to be achieved will depend mainly on the efforts of the volunteer leaders at each level. The Federation may benefit from organizing short training sessions for this purpose. Unless there is a tight co-operation and a two-way flow communication within the system, efficiency will be at a minimum.

It is also helpful to be able to arouse a deeper sense of social awareness from the members at large and the general public. The Federation can co-operate with Parks and Recreation to organize city-wide workshops of various interests. This will serve as publicity, making known the

functions of Community Leagues and also as a means of soliciting more volunteer help. Since there is a Community League in every neighborhood, there is optimism that this approach will discover potential local leaders that can serve in various capacities.

Also to be emphasized is an open attitude to trust the goodwill of members and to encourage them to find it challenging and personally satisfying to be contributing part of their time toward improvement and fun in community recreation. These last two points will help gradually to build a broadened program base as there will be more volunteers and members.

It is also important that executives and members alike will realize a pluralism of interests in the community and be ready to co-operate with other agencies with a give and take attitude. This is the only way that different parties can work together toward successful community projects and total community development.

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1. Warren, pp. 237-266.

2. Edmonton Journal. "Leagues federation gets $20,000 grant", July 10, 1973.

3. Edmonton Parks And Recreation, A Redirection, pp. 2-3.

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